NPIC/D-553/77

M-8

DEC 6 1977

MEMORANDUM FOR: Deputy Director for Science and Technology

SUBJECT

Review of P&PD/OL/DDA Micrographic Consolidation

Recommendation

REFERENCE

"Summary of Recommendation for the Consolidation of Micrographics", dated 16 August 77, OL-7-4495, from

C/P&PD/OL

- 1. We have reviewed the referenced micrographics consolidation staff study prepared by P&PD/OL/DDA and have concluded that this study is a good analysis of the Agency's micrographics decentralization problem, but over-simplified regarding the NPIC aspects.
- 2. The facts and figures concerning NPIC are accurate with one exception -- NPIC has a T/O of six, not seven, micrographics personnel. The supporting evidence given in the report suggests that a consolidation of the micrographic activities would permit significant savings in manpower, space, equipment, and operating costs. However, in our opinion, the report concentrates only on those factors (i.e., manpower, space, equipment, etc.) to which a dollar value, personnel count or floor space footage can be easily affixed. It does not take into account the many, equally important, but not so easily measurable factors such as:
 - additional support requirements for the coordination, control, packaging, manifesting, mailing, and receiving of the materials to be sent daily to P&PD/OL;
 - disruption of long established and smoothly operating micrographics production cycles;
 - loss of capability to respond to NPIC's micrographics priority requirements;
 - a reduction in NPIC's ability to respond to unique in-house problems;
 - a reduction in NPIC's ability to plan, manage and integrate its own micrographics future support requirements with other existing requirements;

- additional materials handling time caused by heavy impact of micrographics shipping and receiving workloads;
- support requirements to maintain NPIC's in-house national microform master file.

All of these factors must be included in any NPIC micrographics analysis before a clear justification for consolidation can be made.

- 3. It is evident that the above-mentioned deficiency resulted mainly from the fact that P&PD/OL proposed this consolidation without any coordination with the affected components. This resulted in overgeneralizations and failure to anticipate many support-type problems. We recommend that a coordinated, in-depth analysis be made which would allow for a more thorough review of the various service assumptions and trade-offs that must be considered before the actual cost and advantages of consolidation can be determined.
- 4. An example of one of the major problem areas not mentioned in the report is the additional control/support systems that would have to be implemented for consolidation. We estimate that two additional people would be needed in the NPIC registry area to maintain a central control point for the task of manifesting, controlling, packaging, and monitoring the flow of material to and from the Micrographics Center in P&PD. The manpower estimate is based on a daily volume of 550-600 documents (including both incoming and outgoing material). In addition, we would need one person to maintain the NPIC National Micrographics Master File. This would mean that only three of our six people could be transferred to P&PD.
- 5. Another major concern is NPIC's role as a national center and its associated responsibility to other intelligence community organizations. To meet this responsibility the NPIC Microform Section must:
 - provide timely high-quality micrographic reproductions of all national imagery-derived exploitation products;
 - maintain a master microfiches file of all imagery-derived exploitation products;
 - provide for the timely micro-publishing and dissemination of microfilm copies of imagery-derived products to members of the intelligence community and
 - provide direct and customized microfilming service to all NPIC tenant organizations.

15 THIS AUTHORIZED

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CT: Review of PAPD of DDA Micrographic Consolidation Recommendation

At present the NPIC Microform Section spends about two-thirds of its time supporting NPIC micrographics requirements. The remaining onethird is devoted to servicing the requirements of NPIC tenant organizations

meet these important responsibilities we would have to be assured that no micrographics service degradation would result from a consolidation.

- In summary we are not opposed to a consolidation effort with PEPD if it can be proven that:
- a consolidation would provide the same level of timely and high-quality service to NPIC micrographics users that is presently svailable;
 - NPIC's national-and foreign-level micrographics priorities would be met without degradation of service;

 the Agency and NPIC would realize a real cost savings
 - when all factors are considered.

The referenced staff study does not provide sufficient arguments or supporting data to assure that these needs will be met. We stand ready and willing to work with PGPD/OL in determining actual cost savings.

Cajohn J. Hicks 😸

Director National Photographic Interpretation Center

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009E 1526-77

MEMORANDUM FOR: Deputy Director for Science and Technology

ATTENTION : Executive Officer/DDS4T

SUBJECT: Micrographics - ODME Comments on Recommendation to Consolidate Agency

Micrographics

REFERENCE: Monorandum for Acting DDA dtd 16 Aug 77 (DD/A #77-5486)

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1. The ODEE is firmly opposed to having its existing micrographics resources consolidated and contralized in an overall Agency facility as recommended in the reference. Our reasons are twofold:

- a. The ODGE equipment and effort is directly related to and compatible with industrial contractor equipment and records. It would be counter-productive to divorce ODGE from this direct interface and highly specialized activity.
- b. There would be little if any ODER resource contribution to a centralized Agency facility.
 - (1) ODGE's three (3) pieces of equipment were purchased with Hational Program funds and are subject to Hational Program disposition.
 - (2) There are no ODEE positions or employees dedicated full time to the performance of micrographics tasks.
 - (3) The ODGE space savings, (400 sq ft) mentioned in reference is incorrect. ODGE equipment occupies a total of 160 sq ft in three separate locations.

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8 December 1977

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MEMORANDUM FOR: Director of Central Reference

FROM

Chief, Document Services Group

SUBJECT

Consolidation of Micrographics

REFERENCE

Memo to Acting DDA fr C/P&PD & C/ISAS dtd 16 Aug 77,

Subject: Summary of Recommendations for the

Consolidation of Micrographics

- 1. This memorandum responds to the joint ISAS/P&PD proposal to consolidate all Agency micrographics functions as presented in the referent.
- 2. Initial observations (discussed in subsequent paragraphs) of the joint paper are:
 - a. The proposal is based on-unfounded assumptions in regard to service and quality.
 - b. Data listed as to OCR manpower which is devoted to micrographics activities—is erroneous; cited equipment costs are misleading.
 - c. Estimated savings are considerably overstated.
 - d. Staffing of the proposed consolidated organization is unrealistic. HOW CAN OCK MAKE THIS JUDGHENT,
 - e. A management plan for the proposed organization is not included.
 - f. The proposed consolidation interferes with work already underway for ADSTAR, an interdirectorate program of considerable magnitude.
 - g. Known disadvantages of centralized management are not addressed. THE PAYROLL CENTRAL SYSTEY HORKS
 - h. Obvious alternatives to improving effectiveness/efficiency have not been explored. SPIECIF-17

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SUBJECT: Consolidation of Micrographics

3. Overall, the shallowness of the study, its commitment to a NOT IN NFAC preconceived solution, and its disregard of the known disadvantages of centralization and their associated costs fail to support the paper's THEY USE Moreover, implementation of this plan-could stifle the recommendation. present_impetus_toward_the_wider_use_of-microforms-to-replace-paper PAPER copy; or even-diminish-the level-of-support-being-provided to major tintelligence programs.

> The following paragraphs discuss the observations noted above. An alternative recommendation is presented in the final paragraph.

Service and Quality

TIME FRAME

- 5. Assumptions listed in Section II of the P&PD/ISAS study state that a consolidated micrographics operation should provide the same level of service to users that is presently available, and permit the production of a more consistent higher quality micrographics product. Both assumptions run counter to centralization experiences in the business community as well as to OCR's own experiences with centralized PLUASE PORVIDE EXAMPLES services.
- 6. OCR's experience with P&PD support in the past reaffirms the premise that service (turnaround time, ease of access to the service, proper handling of priority material, and locating and retrieving material in the production cycle) is optimized with non-centralized facilities. In September 1977, for example, more than=35%=of-the-jobs turnaround for Computer Output Microfilm (COM) jobs (where P&PD acts as what the central organization) approached 1-7-days-versus-a-standing-leaves Csent-to-P&PD-were-returned-on-the-average-of-5-days-late: Average requirement. Failure of P&PD to meet required quality (of image) levels resulted in delays of as long-as-7 days macafall.

OCR Manpower and Equipment Costs

- 7. Attachment A of this paper lists the personnel resources within OCR which are involved in the filming and processing activities to which the joint paper is addressed. In summary, OCR employs 13 people (excluding part-time employees) at an annual cost of \$149,000 rather than the 20 persons (at \$299,000) stated in the joint paper. The joint paper lists the entire T/O of OCR's Microform Processing Branch (OCR/MPB) without taking into consideration the functions of the Branch which are beyond the scope of the proposal.
- 8. Although equipment is not listed by cost, the paper implies there is a significant cost outlay for rental or maintenance. All of

SUBJECT: Consolidation of Micrographics

the OCR equipment listed is owned and maintained by OCR/MPB's technical staff. Not listed are two static eliminators which cost \$45.00 per year to maintain, two punched-card devices (for use with aperture card preparation) which are maintained at a cost of \$2,000 per year, and an MTST device (used for fiche titling) which is maintained for \$840 per year. In summary, OCR out-of-pocket costs for maintenance of filming/processing related equipment total \$2,885 per year.

Estimated Savings

- 9. Estimated savings presented in the joint paper, as related to OCR, are considerably overstated. Although manpower savings by unit are not addressed, the total savings of positions (incorrectly calculated at 21 though it should be 19) and personnel costs (\$306,000), reduced by the amount of the error discussed above, would result in an estimated savings of 12 positions at \$156,000, even without considering possible 7 errors in the staffing and costs of DDS&T and DDO.
- 11. Omitted from the joint paper were the new costs which would be borne by OCR (and presumably DDS&T and DDO) in a centralized environment. Such costs would include those associated with the added handling of documents or microforms, record keeping functions, and courier service to and from the central point of service. This would involve at least one staff position, possibly two. Attachment B of this paper details meeded revisions to the savings cited in the joint study.

Staffing of Proposed Organization

12. The joint paper proposes a consolidated organization to handle the totality of filming, processing, equipment maintenance and new systems development in the Agency. The paper notes, however, that the three systems analysts and the single maintenance position would be located in separate staffs outside of the production organization. Such an arrangement begs clarification of their roles with respect to production activities, lines of communication, and the prospects of their assignments to duties unrelated to micrographics.

* MOST EQUIP MAINT CAN BE PONE BY VENDIRS CHEAPER
THAN BY ASTAFF PAPLIYER.

SUBJECT: Consolidation of Micrographics

13. The proposed micrographics system group would perform essentially the same duties presently being split between P&PD and ISAS/MPB. How new systems initiatives (such as analyzing new or extant intelligence programs for added micrographics support or the development of micrographics systems) which are to be launched from the central organization without an increased staff is not addressed. Formulation of ADSTAR specifications and the evaluation of bids, as an example, required approximately three man-years of effort by micrographics specialists.

A ONCE 14 20 YEAR PROGRAM

14. Also questionable is the inclusion of but one maintenance position for the volume of maintenance work which will be required for the consolidated organization. OCR's maintenance staff, as an example, responds to some 50-service-requests per month-on-filming and processing equipment and the various document viewers (and viewer-printers) used by OCR. An average service call of 2 hours to accommodate this relatively small inventory would leave less than 4 man-hours per day to handle the balance of equipment operated within the central organization (in four separate buildings) and the mass of viewers and viewer-printers located throughout the Metropolitan Washington Area.

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- 15. Another questionable aspect of the proposed staffing plan is that of the management of the production facility. Production would be managed by a GS-13 manager, assisted by six subordinate supervisors. The manager's responsibilities would include the management of all production activities and the supervision of 55 staff employees and 30 part-time employees. This total of 85 persons would perform their work in five locations (in four different buildings) on a three-shift basis. While this may be appealing from a reduced-cost point-of-view, it does not appear to represent a practical means of managing a dynamic, fast-paced, and important activity.
- 16. Perhaps of lesser importance to the scheme of things is the joint paper's recommendation for P&PD management of personnel working in satellite locations. The proposed centralized organization does not lend itself to fostering the career development of the production employees. The typical production employee in OCR, for example, is a GS=03-or-4, young, unskilled, is but moderately motivated toward micrographic production, and has career objectives quite apart from opportunities—in the micrographics field? Components such as OCR, however, offer opportunities for varied assignments, and higher graded positions often leading to paraprofessional ranks Except for the exceptionally motivated individual, the consolidated organization would tend to limit career development to micrographics production positions, fostering-low; productivity and high employee turnover. The po you know?

PROVIDE EXAMPLES I.E. KENNIN!

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SUBJECT: Consolidation of Micrographics

Absence of Management Plan

- 17. In that the thrust of the paper is directed at consolidating the micrographics function, it is unfortunate that a comprehensive management plan was not included. The study apparently did not encompass an examination of documents filmed, media produced, or the special security, handling and priority requirements of the affected components, men all of which are vital considerations in determining the feasibility of were a reorganization. As is evident from the preceding discussion, staffing and management of the proposed organization appears tenuous, while operating methodologies remain vague.
- 18. How would the work flow be managed? What are contingency plans-for-alternate flows in the event of temporary staffing or equipment, problems? How would special filming requests be handled? How would organization in order to inquire about problems, to temporarily retrieve documents in process (in order to respond to a final law) or to acquire additional micrographics services? Obviously, the questions unanswered by the joint proposal are many.

ADSTAR

- 19. ADSTAR, a computer-based microform system designed to meet document storage and retrieval requirements of COCR, DDO, and Project SAFE, is currently under development by a commercial firm for delivery beginning in August 1978. Representatives from ODP, OL, Project SAFE, AND OCR and DDO have already boson properties. OCR and DDO have already begun preparations for installation of the system. These actions include site preparation, ordering supporting equipment (air handlers, power provisions, furnishings), developing procedures for conversion of microform holdings to the new medium, developing staffing plans for the new system, and arranging work stations and/or duty assignments to accommodate the initial conversion and parallel operation phase.
- Optimal use of ADSTAR depends on its colocation with Project SAFE and other key OCR functions. The location of ADSTAR (and its relative distance to various document handling functions), the equipment on hand to be employed in the conversion phase, and the personnel resources available for the conversion and implementation tasks were listed in the solicitation document for prospective bidders. Accordingly, the company awarded the contract, based their planned configuration, work schedules, and their bid on the environment in which the system will operate. Obviously, changes to the location of ADSTAR or to the availability of other stated resources will require major changes to the contract as well as the current GSA Design

Services Contract for Projects SAFE and ADSTAR.

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SUBJECT: Consolidation of Micrographics

Disadvantages of Centralization

- generally based on ADP trends of the mid-60's, with reduced costs or centrally controlled costs cited as the main advantages. The ADP possibilities of shared software, time sharing, and centralized technical support gave promise to the possibility of achieving "economies of scale," i.e., less cost per unit of processing. Industry-wide, this cost advantage was subsequently discovered to be offset in many situations by increased bureaucracy, line organization hostility, compromised systems, and reductions in service, quality, and (most importantly) user control. When the intangible costs of (a) managing large, diverse functions, (b) red tape associated with obtaining needed services, and (c) the inability of the centralized organization to meet the specialized needs of the users were added, real systems costs of centralized operations outweighed those of distributed systems.
- 22. Agency micrographics operations are not unlike the distributed systems of ADP. P&PD acts as a central processing facility for most components of the Agency. Components with high volume, special handling and/or priority requirements have small specialized processing shops controlled and operated by the individual components, while receiving technical guidance or back-up support from ISAS/MPB or P&PD. The individual component-controlled shops are roughly comparable to the operation of a minicomputer in the ADP world.
- 23. In addition to the inherent difficulties of managing a large complex such as proposed, are the overhead expenses necessary to equip and staff the organization to meet demands of peak loads (peak loads and load variances increase more than proportionally with the size of the operation). In brief, a medium-size central operation and several small locally controlled operations, as presently exist in the Agency, provide a structure for maximum processing efficiency.
- 24. Additional advantages of a distributed system such as that which exists in the Agency are:
 - Managers tend to direct their energies toward solving problems of the programs supported rather than solely to the mechanical nature of the process. They are also more accountable for their operation.
 - Projects of a priority nature which may affect performance of bottom-line units can be implemented immediately.
 - Project processing can be specially tailored to the component's objectives.

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We say on

working for the agency Declassified in Part - Sanitized Copy Approved for Release 2012/11/01: CIA-RDP10T01930R000100050029-3 SUBJECT: Consolidation of Micrographics users whereas large centralized activities, separated from user whereas have targets for the criticism of their operation.

As one proponent of centralization WECHN QUITE As one proponent of centralization, who later changed his views, who noted in an article in the journal Datamation, people in centralized data processing organizations "are motivated by things other than user happiness." 25. The basis for the joint proposal to consolidate Agency micro-Alternatives graphics is the reduction of tangible expenses (As discussed earlier, however, actual savings would be significantly less than those presented in the joint study. Cost=saving=measures-designed=and=implemented=by each_of_the individual-components=(with_the=guidance=of=the=micrographics systems analysts in P&PD or ISAS) could equal the real cost savings to be gained through consolidation, without the related inconvenience to, the customer or the degradation of service and quality. A step toward this end could be to simply merge ISAS/MPB with P&PD. Such a merger WAINT FOR facility and strengthen the technical assistance provided by P&PD to components involved with micrographics production.

Conclusion

26. As discussed above, tangible savings resulting from consolidation would be minimal, if any. Intangible costs of reduced image quality in management, loss of direct control, candegeneral inconvenience would more than offset even the savings projected by the joint study. yes they are and one people in our know been Moreover, there are no outstanding problems within the Agency's Mist Know Your migragraphies_community_which=are=known=to=OCR? Cooperation among micrographics shops throughout the Agency is excellent, communication lines are unrestricted, component managers pride themselves on the quality of their products and their knowledge of the field, back-up support from P&PD secentral facility is adequate, and ISAS/MPB serole in furthering-the-use-of-micrographics-is, and has been; successful. All of this would be jeopardized by consolidation, why + how? 28. The most critical issue, however, in terms of costs and timing is that of the status of ADSTAR. Reorganization at any time in the next two years would have-a-direct-effect on contractual-arrangements, schedules, splans, and costs. OM already proposed my clarge which whe unshill medal that the EAG consider

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the alternate=measure=of=merging=ISAS/MPB=with=P&PD=to=organize=a=program

SUBJECT: Consolidation of Micrographics

to provide close micrographic support to the various intelligence programs which have a potential for new or wider use of microforms, and intensify promotion of micrographics within the Agency.

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Attachments: As stated

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MER ARE CONSOLIDATED, LARGE, EFFICIENT, AND
STILL MAKE MONEY.

Manpower Savings (as Estimated in Joint Paper) Adjusted by OCR Findings

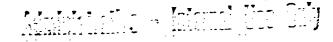
	Number of Personnel	Personnel Costs	•
Stated savings	21	\$305,898	7
Less calculation error	2	_ = pelenu	
Less overstatement of OCR personnel resources	7	150,000	
Less additional maintenance slots needed by central facility	2	30,000	
Less additional systems analyst position needed by central facility	1	20,000	
Less clerical position required by OCR to provide courier service, bookkeeping, etc.	1	8,500	
Less estimated ADSTAR savings	4	34,000	
Less additional costs required for shift work (i.e., night-differential)		10,000	
Net Savings Possible	4	\$ 53,398	

OCR Employees Actually Involved In Micrographics Production

<u>Title</u>	Man-Years	<u>Grade/Step4/</u>	Adjusted Salary5/
Branch Chief]/ Technical Supervisor2/ Production Supervisor Maintenance2/ Production Staff Secretary-Typing3/	1/2 1/2 1 1/2 10 1/2	13/7 12/9 9/8 10/7 3/1 to 6/4 3/1	\$ 14,584 12,945 17,387 9,313 91,141 3,704
Total	13	6.5 (avg. grade)	\$149,074

OCR Positions as Listed in P&PD Study

	Man-Years	Average Grade	Salary
Total	20	6.8 (approx.)	\$299,077



^{1/} Activities of OCR's Microform Processing Branch include hard copy reproduction; printing of microform images; maintenance, service and fabrication of equipment (other than microfilm processing equipment); and other information processing functions (e.g., analytical support to Project SAFE and Library Automation). Accordingly, approximately 50% of the Branch Chief's efforts are devoted to manging the filming and processing activities.

^{2/} OCR's machine maintenance staff presently consists of three positions. Duties other than maintenance of cameras, processors, related lab equipment, and viewers include maintenance of various pieces of ADP equipment (Rapid Search Machines, tape drives, Mohawk printers), power files, and video and film equipment. These duties account for approximately two-thirds of the staff's activities.

^{3/} The Branch Secretary works directly for the Branch Chief, hence approximately 50% of her time is devoted to clerical support of tasks which are outside the scope of this proposal.

^{4/} Grade/step data reflects status on 30 September.

^{5/} Adjusted salary based on GS schedule which was effective on 30 September 1977.

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12 December 1977

MEMORANDUM FOR: Deputy Director for Operations

FROM: William F. Donnelly

Chief, Information Services Staff

SUBJECT: EAG 28, A Proposal to Consolidate Agency

Micrographic Activities.

REFERENCE: Memorandum to the ADDA, entitled Summary of Recommendation for the Consolidation

of Micrographics, dated 16 August 1977.

EAG 28.

1. Action Requested: On 13 December the EAG will be discussing the attached paper, which concerns recommendations for consolidation of Agency micrographic activities with a single program managed by the Office of Logistics, Printing and Photographic Division. In transmitting the paper to the EAG, the ADDA suggested that an Agency-wide task force should be convened to look at the proposal. Paragraph 8 contains a recommendation that no decision on a centralized micrographic program be made until a more comprehensive and coordinated study has been made.

Background:

2. The proposal has a superficial appeal, dealing with aggregate personnel, space and equipment investment figures and asserting that savings can be achieved through centralization. Regrettably, the paper is superficial in its analysis, as well, and says nothing about the substance of the programs supported by the several separate micrographic facilities now in use. It excuses its lack of coordination with interested components on the grounds that there are problems of a "sensitive jurisdictional nature." That the sensitivity might be as substantive as jurisdictional apparently did not occur to the authors.

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In the DO our micrographic program is an integral part of the total records program. We have given considerable emphasis to the use of microforms over the past several years, and with the recent we now have all field stations addition of participating in our micropublishing program, with great savings in the cost of necessary research aids and untold savings in secure storage space, to say nothing of advantages in rapid emergency destruction. Drawing upon the STAR data base, our Computer Output Microfilm (COM) recorder produces over 12,000 listings per year, tailored to the needs of individual field stations and Headquarters components.

In each case the list selects those data which are relevant to the current operational needs of the component

Distribution patterns for this highly selective (and frequently altered) output are extremely COMPARTMENT producers and operations personnel. And the data clearly published Distribution protect sources and methods. producers and operations personnel. And the data clearly

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NOT TO PROTECT 30 URUST METHODS BUT ON NEED TO KNOW BASIS.

> Microfilm also plays a major part in our internal program to limit the growth of paper files. We have la part-time ladies who prepare 201 files for filming and by reducing these files to microfiche we maintain a zero growth rate in Central Files. We have some difficulty perceiving how this function could be carried on by P&PD in a centralized microphotography unit.

doesn't reed to be - Ladies are frequency (arranging culling) files for frequency - Phocessing can be done for a centralized facility -

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	7. The paper alleges that Agency resources used for
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	That gother my specialists, who usely say (1, 4)
	other component to match their quality and responsiveness.
	8. Recommendation! The prospect of reducing the
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	bo by 17 full-time and 16 part-time personner by transferring our micrographic work to the DDA will no doubt have great appeal, given today's pressures. Before that step is taken, however, the implications for the entire that DO records system and our ability to maintain adequate
	step is taken, however, the implications for the entire with a DO records system and our ability to maintain adequate
	no records system and our ability stands information should be a source and methods information should
	compartmentation for source and methods information should be carefully studied. The attached paper ignores these
_	Turge you to avoid any commitment regarding av
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	explore the problem, as suggested in the ADDA's transmittal

William F. Donnelly ()

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Attachment: a/s